

**Manchester City Council
Report for Resolution**

To: Economy Scrutiny Committee – 23 May 2012

Subject: Impact of the removal of the Educational Maintenance Allowance

Report of: Interim Head of Regeneration & Head of Commissioning 10-19

Summary

This report relates to a request from members of the Economy, Employment and Skills Overview Committee meeting in February 2011 to receive a report on the impact the ending of the Educational Maintenance Allowance (EMA) on the number of residents achieving level 3 and 4 qualifications.

Recommendations

Members of the Committee are requested to note and comment on this report.

Wards Affected: All

Contact Officers:

Name: Angela Harrington
Position: Interim Head of Regeneration
Telephone: 0161 234 3171
E-mail: a.harrington@manchester.gov.uk

Name: Elaine Morrison
Position: Head of Commissioning 10-19
Telephone: 0161 234 7310
E-mail: e.morrison@manchester.gov.uk

Background documents (available for public inspection):

None

1.0 Introduction

1.1 Following the presentation of a report from the Interim Head of Regeneration detailing performance against Local Area Agreement indicators at the February 2011 Economy, Employment and Skills Overview Committee, members requested an update at a future meeting on the impact of the abolition of the Educational Maintenance Allowance (EMA) on participation rates at post-16.

1.2 The EMA scheme was closed to new applicants from January 2011, with existing claimants receiving it until the end of their course. Following the demise of the scheme, the major FE and Sixth form providers in the City have operated a bursary scheme. Typically they offer £20 per week based on family income. However, because of limited funding, neither the scheme itself nor the reach is as extensive as the EMA, which offered up to £30 per week. For example, the Manchester College is supporting circa 250 young people with its bursary scheme, as opposed to the circa 1,000 supported with Educational Maintenance Allowance.

1.3 Now that the impact of the withdrawal of EMA can be better assessed, this report provides an overview of Not in Employment, Education or Training (NEET) and participation figures.

2.0 Destination data and NEET figures for 2011

2.1 In November, Connexions provided the destination data for young people attending Manchester schools and leaving education in 2011. There were 4,968 young people in the cohort, 88.9% of whom entered full time education (58.8% at level 3, 11.8% at level 2 and 18.3% at level 1 or foundation including GCSEs). The overall figure is comparable with the 2010 figure when 89% moved into full time education. However, it is worth noting that this year is the first year since 2003 that percentage participation rates in Further Education have not increased.

2.2 The NEET figure for the 2011 Year 11 leavers was 2.6% in November. This represents an improvement on the 2010 figure of 3.3% and continues the downward trend from 2003 when the NEET figure was 12.3%. However, the figure for "Others" which includes those who have moved out of the area or who Connexions have been unable to contact increased from 1.6% in 2010 to 2.3% in 2011. Taken together, the NEET and "Others" data shows no change between November 2010 and 2011. The full Connexions data is attached as an appendix. It should be noted that these relate to young people educated in Manchester schools.

3.0 Further education retention rates

3.1 Whilst destination data is best monitored in November, participation information needs to be reviewed within the academic year as by March, students tend to have settled into college and are likely to stay until the end of the academic year.

3.2 As can be expected, there has been variation of enrolment rates between providers. For example the Manchester College has seen a drop in enrolments this year but Xaverian College has seen an increase.

3.3 As can be seen from the table below, analysis of data for March 2011 against data for the same period in 2012, shows a reduction just short of 5% or 914 residents in the overall number of Manchester residents aged 16-19 participating in further education. Some wards have seen reductions significantly higher than the city average. This should however be taken within the context of an overall reduction in the number of residents aged 16-19 in the city, therefore calculations relating to participation have been carried out as a percentage of the ward cohort to allow for reductions in overall cohort sizes.

Table 1 Connexions participation data

	Total 16-19 Cohort	Total 16-19 Cohort	Variance	Percentage variance
	Mar-11	Mar-12		
Ancoats and Clayton	502	500	-2	- 0.4%
Baguley	735	615	-120	-16%
Bradford	672	686	14	2%
Brooklands	440	359	-81	-3%
Burnage	788	764	-24	-3%
Charlestown	731	707	-24	-3%
Cheetham	1035	1048	13	1%
Chorlton	347	326	-21	-6%
Chorlton Park	479	470	9	2%
City Centre	22	18	-4	-18%
Crumpsall	644	609	-35	-5%
Didsbury East	465	466	1	0.2%
Didsbury West	222	207	-15	-7%
Fallowfield	550	527	-23	-4%
Gorton North	656	687	31	5%
Gorton South	800	751	-49	-6%
Harpurhey	896	902	6	0.6%
Higher Blackley	715	684	-31	-4%
Hulme	367	356	-11	-3%
Levenshulme	486	444	-42	-9%
Longsight	721	632	-89	-12%
MPlatting + NHeath	743	654	-89	-12%
Moss Side	729	704	-25	-3%
Moston	757	700	-57	- 8%
Northenden	640	556	-84	-13%
Old Moat	445	456	11	2%
Rusholme	440	426	-14	-3%
Sharston	752	675	-77	-10%
Whalley Range	550	525	-25	-5%
Withington	231	202	-29	-13%
Woodhouse Park	628	609	-19	-3%
Variance 10% or more of 2011 cohort	18741	17827	-914	-5%

(Source Connexions CCIS data)

Table 2

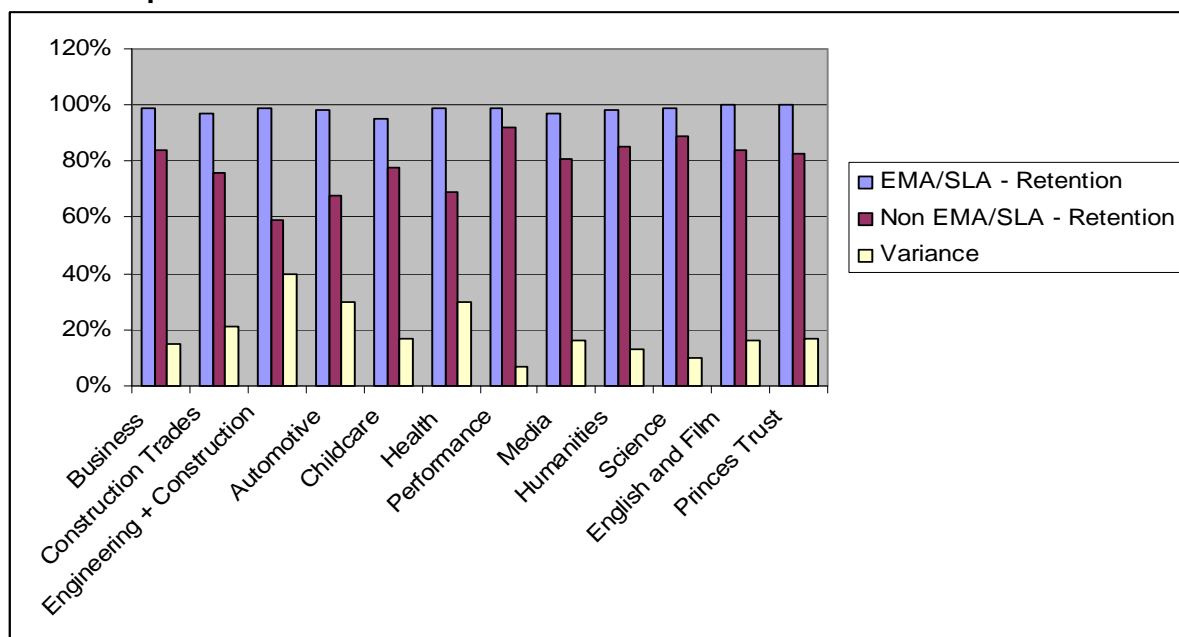
	Mar-11	Mar-12	Mar-11	Mar-12	Mar-11	Mar-12	Mar-11	Mar-12
	NEET % of Ward cohort	NEET % of Ward cohort	EET % of Ward cohort	EET % of Ward cohort	Unknown % of Ward cohort	Unknown % of Ward cohort	PDO % of Ward cohort	PDO % of Ward cohort
Ancoats and Clayton	11.6	8.6	85.3	82.7	2.4	8.2	2.0	3.4
Ardwick	7.2	5.5	91.1	92.8	1.6	2.8	0.7	0.9
Baguley	7.2	7.3	87.2	74.3	4.5	3.3	2.0	1.8
Bradford	8.6	10.1	85.6	85.4	5.4	6.0	0.9	1.0
Brooklands	3.6	5.6	92.7	74.8	3.0	2.2	1.6	2.8
Burnage	4.1	4.5	92.3	90.0	3.6	2.6	1.3	1.3
Charlestown	9.4	9.9	85.5	80.8	4.5	5.9	1.1	0.3
Cheetham	6.2	7.6	87.1	86.0	6.1	6.6	0.6	0.7
Chorlton	1.2	1.2	97.4	90.5	1.4	2.5	0.9	0.3
Chorlton Park	6.3	6.0	89.8	88.7	3.8	3.0	1.3	1.3
City Centre	N/A	N/A	86.4	77.3	13.6	0.0	0.0	33.3
Crumpsall	8.1	6.6	82.3	81.2	8.9	6.9	0.3	0.7
Didsbury East	2.4	2.8	96.1	95.1	1.5	2.4	0.6	0.2
Didsbury West	5.9	1.9	91.0	89.2	2.3	2.4	2.7	1.0
Fallowfield	6.2	4.9	88.9	87.1	3.8	3.0	0.7	0.8
Gorton North	9.3	7.0	87.5	93.3	2.3	3.2	1.1	1.9
Gorton South	7.6	5.5	87.9	83.6	3.8	4.3	1.6	0.7
Harpurhey	12.2	10.2	81.8	82.4	4.8	6.9	1.8	1.3
Higher Blackley	10.2	10.4	87.0	78.9	2.8	6.7	1.3	1.0
Hulme	10.1	5.3	85.8	86.9	4.1	4.2	1.6	2.5

Levenshulme	4.5	4.1	91.8	83.5	3.3	4.3	1.9	0.7
Longsight	5.0	4.0	88.6	79.8	6.0	4.7	0.6	0.5
MPlatting + NHeath	16.0	12.7	81.3	71.5	2.4	5.4	0.8	0.5
Moss Side	6.3	6.8	88.6	84.1	3.8	5.4	0.8	1.3
Moston	7.1	6.9	89.0	84.1	3.3	2.0	0.8	0.7
Northenden	8.6	6.1	86.9	78.8	4.1	2.9	2.3	2.3
Old Moat	8.3	5.7	86.7	89.9	4.3	5.9	0.9	2.0
Rusholme	7.0	4.2	90.0	90.2	2.3	2.1	0.9	0.7
Sharston	9.2	9.0	84.7	76.6	6.0	5.3	2.4	1.2
Whalley Range	2.9	2.7	95.3	88.7	1.5	3.6	1.1	0.2
Withington	6.5	6.9	90.5	79.7	1.7	2.0	1.7	0.5
Woodhouse Park	11.3	8.2	83.9	83.4	4.3	4.9	3.3	2.8
City Wide	7.7	6.8	87.8	88.1	3.9	4.5	1.3	1.2

3.4 Table 2 above shows participation by ward for March 2012 compared to March 2011. At a city wide level, there has been a minor improvement NEET when compared to March 2011, alongside a minor increase in the number of young people aged 16-19 classified as EET (in Education, Employment or Training). There has been a slight increase in unknown and no change in the percentage of young people participating in Personal Development Opportunities (PDO's). Whilst city wide EET levels appear to be holding, there are variances beginning to appear at ward level. Brooklands ward for example has seen a **17.9%** reduction in EET whilst Gorton South has seen a **5.8%** increase in EET.

3.4 More detailed analysis provided by the Manchester College, indicates that there is a varied picture not only by ward but by area of study. As can be seen from the graph 1 below, there is significant variance in relation to retention in some areas of study when non EMA/SLA (Student Learner Allowance bursary) students are compared to those receiving EMA/SLA, with engineering and construction showing a **40%** reduction in retention for non EMA/SLA students compared to a **7%** reduction for those studying performance.

Graph 1



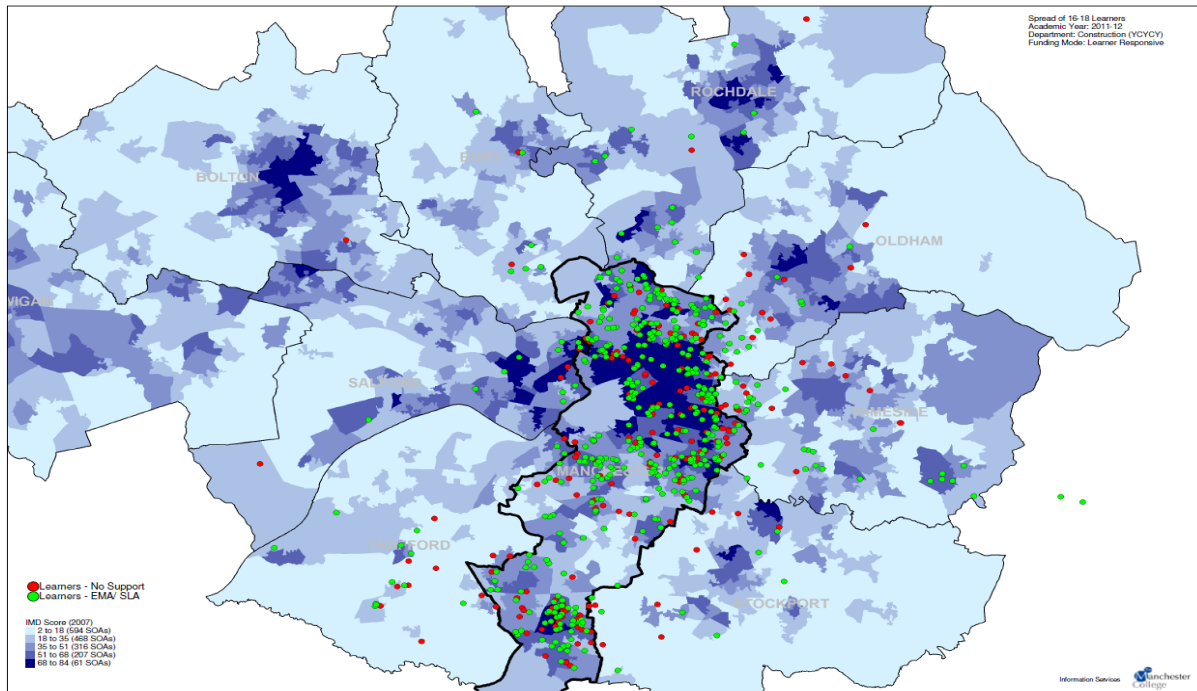
The same is true of attendance. In the Manchester College, there is a **20%** lower attendance rate in Childcare, for example, for those not receiving EMA/SLA. Media has recorded the smallest variation at **5%**.

Overall, the Manchester College has experienced a reduction in attendance and retention rates across all areas for those not receiving EMA/SLA.

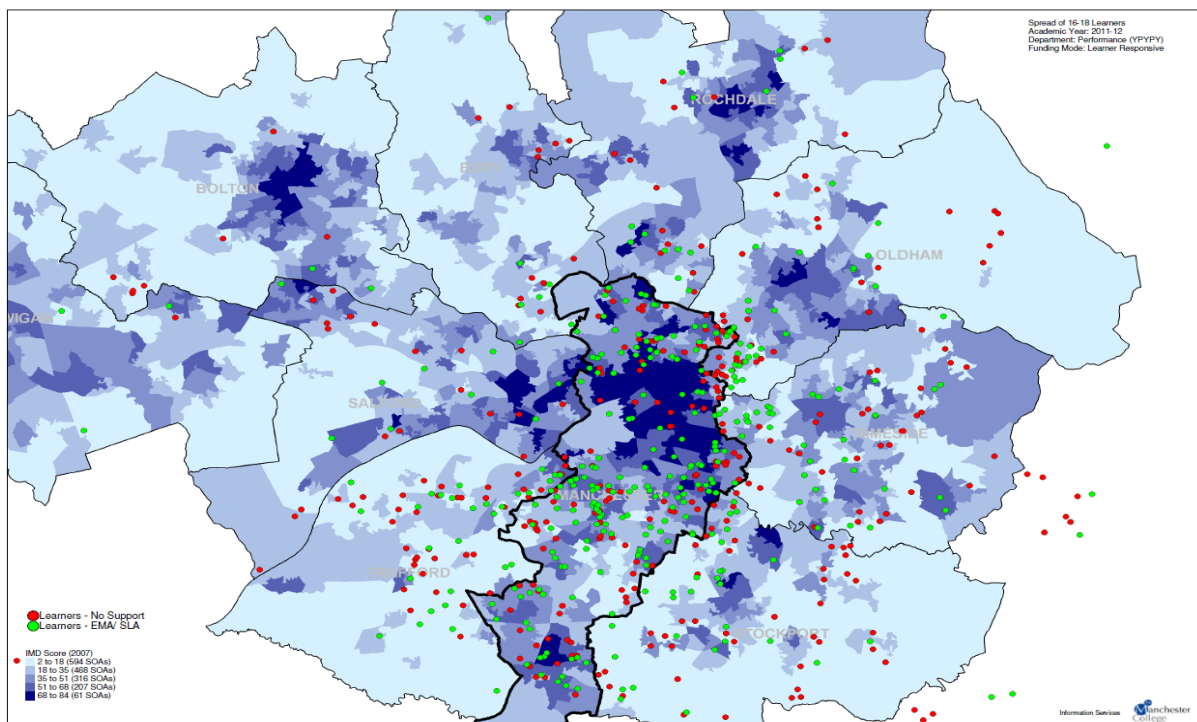
The maps below show learners studying Engineering and Construction and Performance mapped by residency against super output areas graded by the indices of deprivation. More learners from Engineering and Construction are drawn from super output areas with higher levels of deprivation than those studying Performance. This when combined with retention and attendance data may indicate

that we are beginning to see evidence of a potentially disproportionate impact of the removal of EMA amongst particular groups of learners within the overall cohort.

Map 1 Engineering and Construction Students



Map 2 Performance Students



3.5 The Manchester College statistics for in-year retention show that EMA recipients have performed better over the past 3 years than non-EMA recipients. Attendance is better particularly for those at foundation, level 1 and level 2 for those in receipt of EMA.

4.0 Conclusion

4.1 The withdrawal of the Educational Maintenance Allowance and its replacement does not yet appear to have had a significantly negative impact on participation rates of 16 to 19 year olds in the City. However, there have been a number of mitigating factors including the replacement bursary put in place by the major providers, which have helped ensure that those most in need have received some support. This appears to have been well communicated to existing students and the challenge will be to make sure that it is available and well communicated to each new cohort of school leavers.

4.2 However, there has been an impact in year on both attendance and retention rates for those young people not in receipt of EMA. The impact has been greatest in subjects traditionally chosen by young people from our most deprived wards but there may well be other factors which need to be considered as part of any further analysis.

4.3 The other mitigating factor is that in an economy with slow rates of employment growth and a tight labour market, it is not unusual for young people to opt for post-16 study. Sustained rates of educational attainment at 16, makes this a realistic option for more Manchester young people.

4.4 However, it will be important to understand whether there is any impact of EMA withdrawal on attendance and retention rates in particular during the current academic year. Analysis of the detail within the cohort as opposed to overall cohort analysis will be essential if we are to ensure there is no disproportional impact on groups whether based on geography, sector of study and or socio-economic background.

4.5 Changes to legislation to raise the participation age to 17 in 2013 and 18 in 2015 will place a requirement on local authorities to ensure that all young people remain in education or training (including employment with training). It will be important to continue to monitor participation rates post-16 and put in place mitigating actions if they start to decline.



Manchester
Key Facts of 2011 Year 11 Leavers at 01/11/2011

4968 Young People In Cohort

Full Time Education

88.9% of young people were in this category (43.6% male, 44.7% female).

Of the cohort:

58.8% were in Level 3 or equivalent courses (26.9% male, 31.6% female).

11.8% were in Level 2 or equivalent courses (6.2% male, 5.5% female).

18.3% were in Level 1 or foundation or other courses including GCSEs (10.5% male, 7.6% female).

Full Time Training - Non Employed

1.9% of young people were in full time non employed training including e2e (0.9% male, 1.0% female).

Full Time Employment

3.2% of young people were in full time employment (2.0% male, 1.3% female).

Of the cohort:

1.8% were in employment with training (1.1% male, 0.7% female).

1.4% were in employment without training (0.8% male, 0.6% female).

Voluntary And Part Time Activities, Including PDOs

1.1% of young people were in this category (0.5% male, 0.6% female).

NEET (Not In Education, Employment Or Training)

2.6% of young people were in this category (1.4% male, 1.2% female)

Others - Including Unable To Contact & Moved Out Of Area

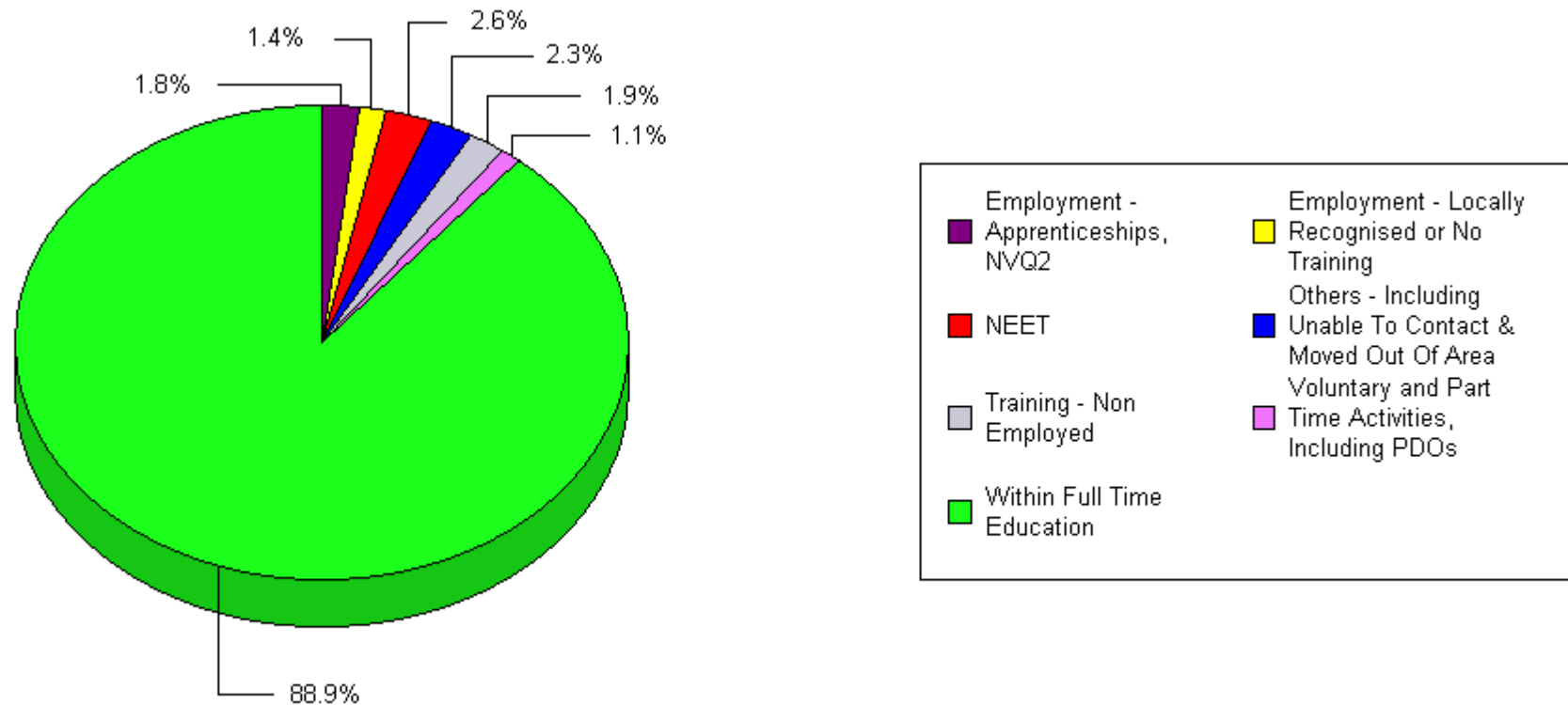
2.3% of young people were in this category (1.3% male, 1.0% female).

Historical Data

YEAR	% IN FULL TIME EDUCATION	% IN TRAINING	% EMPLOYED		% IN VOLUNTARY & PART TIME ACTIVITIES	% NEET	% OTHER
			Apprenticeships & NVQ2	Locally recognised or no training			
2003	68.4 %	3.2 %	8.8 %		0.9 %	12.3 %	6.4 %
2004	70.1 %	3.5 %	9.1 %		0.7 %	9.7 %	7.0 %
2005	70.7 %	2.8 %	2.9 %	4.3 %	3.1 %	9.8 %	6.5 %
2006	76.5 %	3.2 %	2.7 %	3.0 %	0.8 %	9.0 %	4.9 %
2007	79.9 %	3.2 %	1.8 %	3.5 %	1.1 %	7.2 %	3.3 %
2008	82.1 %	2.6 %	2.3 %	2.3 %	1.0 %	6.7 %	2.9 %
2009	87.5 %	3.1 %	1.1 %	1.3 %	1.5 %	3.9 %	1.5 %
2010	89.0 %	2.5 %	1.1 %	1.2 %	1.4 %	3.3 %	1.6 %
2011	88.9 %	1.9 %	1.8 %	1.4 %	1.1 %	2.6 %	2.3 %



Manchester - 4968 Young People in Cohort
Activities of 2011 Year 11 Leavers at 01/11/2011



Activity	Young People	Percentage
Within Full Time Education	4417	88.9%
Training - Non Employed	94	1.9%
Employment - Apprenticeships, NVQ2	91	1.8%
Employment - Locally Recognised or No Training	69	1.4%
Voluntary and Part Time Activities, Including PDOs	53	1.1%
NEET	131	2.6%
Others - Including Unable To Contact & Moved Out Of Area	113	2.3%
Total	4968	100.0%